

# OPERATION: SAFE COMMUNITY III

The Plan to make the Memphis community one of the safest of its size in the nation

## Target Outcomes by end of 2021 (2016 as Baseline Year):

- Reduce major violent crime (murder, rape, aggravated assault and robbery) by at least 30%
- Reduce major property crime (burglary, auto thefts and other thefts over \$1000) by at least 30%
- Reduce overall crime (46 categories of crime including all major crimes) by at least 30%

### **GOAL A. Reduce violent street crime by at least 30%.**

**Key Performance Indicators:** Rates of non-domestic-violence-aggravated assaults, robberies, murders and rapes.

#### **Strategy 1. Clarify police staffing shortages and training needs and address them with urgency. (MPD, SCSO)**

The Memphis Police Department (MPD) is budgeted for a complement of 2304 sworn officers but currently has approximately 2000. The understaffed force means overtime is over-used to meet basic coverage needs and is putting a strain on officers and the budget. Optimal policing is simply not possible with this degree of understaffing. MPD and City of Memphis will prioritize resources and initiate innovative new recruiting and staffing strategies – including an expanded Police Service Technician (PST) program -- **to fill the complement by no later than July 2017.** A zero-based staffing assessment with outside consulting support will be completed to confirm the optimal staffing allocations and complement size which MPD leadership currently estimates is 2400-2500. The Shelby County Sheriff's Office (SCSO) will also conduct a zero-based staffing assessment to confirm ideal complement size. Currently SCSO is at full complement **???** of **xxx**, but currently estimates needing a complement of **xxx**.

Additionally, MPD and SCSO will review and update policies and training on practices such as use of force and detention of individuals based on reasonable suspicion, as recommended by the President's Task Force on 21<sup>st</sup> Century Policing.

**Key Performance Goals:** Achieve the current level of funded compliments by July 2017. Identify and implement new training by July 2017. Achieve assessment-based ideal complement by July 2021.

#### **Strategy 2. Strengthen police intelligence on violent street crime, especially gang-related violent crime**

Good data/intelligence is the foundation of successful policing. Research has proven that when police resources are focused on hot spots and high risk offenders based on good data, crimes can be more successfully prevented, interrupted and solved. MPD will allocate significant resources to enhanced intelligence gathering and analysis, especially as it relates to gang activity which is an increasingly larger percentage of violent street crime.

**Key Performance Goals:** **TBD**

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### **Strategy 3. Using improved intelligence to enhance proactive and community policing. (MPD, SCSO)**

Proactive policing at its best uses sophisticated data analysis to understand and anticipate crimes and deploys officers based on that data to prevent, interrupt and solve crimes. It is the opposite of simply responding to calls for service. MPD will prioritize officer deployment on proactive policing.

Community policing is a philosophy as well as a way of doing business. It also makes officers safer and increases the likelihood of individuals to abide by the law. MPD and SCSO will double-down on engaging the community in joint problem-solving to tackle crime (See OSC strategies 4, 7, 11, 12), and in other opportunities for non-enforcement community interaction.

**Key Performance Goals:** Increased proactive policing as measured by increased weapons law violations and drug violations. Any other measures? Increased community policing as measured by joint problem solving??what?

### **Strategy 4. Effectively implement the “Group Violence Intervention” model in which multiple law enforcement agencies team up with community members and social service providers to deliver a “carrot and stick” approach to curbing gang-involved gun violence. (Multi-Agency Gang Unit)**

Pioneered as “Operation Ceasefire” in Boston during the 1990s, “group violence intervention/focused deterrence” strategies have acquired a strong formal evaluation record. When implemented correctly, they have repeatedly demonstrated that gun violence can be dramatically reduced. As a recent example, after identifying the most violent gangs responsible for New Haven’s surge in shootings, the city’s police conducted a series of call-ins to issue warnings to gang members while offering help with housing, drug counseling and job training. In the program’s first three years, based on this “carrot and stick” approach the city saw monthly shootings drop on average nearly 73%. The Memphis Shelby County Multi-Agency Gang Unit including District Attorney, U.S. Attorney, MPD and SCSO will join with community groups to implement, track and measure the effects of GVI across Shelby County.

**Key Performance Goals:** 30% reduction in gun-related murders and aggravated assaults by participating offenders; 30% reduction in shooting victimization of participating offenders.

### **Strategy 5. Strengthen state penalties for convicted felons in possession of firearms and then actively communicate the consequences. (Memphis Shelby Crime Commission)**

The Memphis Shelby Crime Commission will support the introduction of legislation in the Tennessee General Assembly in 2017 to address the problem of illegal possession of guns by those with criminal records, and help garner support for the legislation from across the state

Research nationally and locally have demonstrated that policies and practices designed to hold offenders accountable, coupled with conveying the consequences to potential

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offenders, can have a significant impact on the crime rate. For example, the federal-state-local crackdown on violent gun crime that was previously part of the local Project Safe Neighborhoods (PSN) program, when coupled with the DA's no plea bargaining policy for the most serious gun crimes and accompanying communication campaign (Gun Crime = Jail Time), had a dramatic effect on reducing gun crime, in large part by addressing illegal possession of guns by those with criminal records. The strength of that effort, however, relied heavily on federal law and its tougher penalties, since state law is still relatively weak in this area. But there aren't enough federal resources currently to deal with all illegal gun possession cases; and so we need tougher state laws to allow the DA to effectively prosecute in state court convicted felons in possession of guns.

**Key Performance Goals:** State penalties match federal penalties for felons in possession of guns. Reduction in reported gun crimes by x% by what date?

### **GOAL B. Reduce domestic violence by at least 30%.**

**Major KPIs:** Domestic violence rates; percentage and numbers of those arrested for domestic violence with prior domestic violence convictions.

#### **Strategy 6: Evaluate and then expand success of the Family Safety Center in reducing re-victimization. (Family Safety Center, Bill Scollen)**

The Shelby County Family Safety Center (FSC), based on a recognized best practice in the prevention and intervention of domestic violence, is a safe "one stop" place where victims of domestic violence can receive help, advice and access to more than 40 agencies offering civil, criminal, health and social services. Opened in 2012, its purpose is to provide a seamless, victim-centered hub of services where victims and families can get the help they need to avoid further victimization and bring their perpetrators to justice. The leadership of the FSC is committed to undergoing an outside evaluation of its impact and then to raising funds for expansion.

**Key Performance Goals:** Implement a randomized control trial evaluation of the FSC and its impact on re-victimization, and utilize the evaluation process for real-time, continuous improvement. In the meantime, strengthen the program by ensuring those referred to support services receive the intended services.

*Note: We know that most DV clients need legal services and housing, both of which tend to be available only in limited supply. This capacity gap must be addressed for the FSC to reach its full impact on reducing re-victimization.*

#### **Strategy 7: Effectively implement the proven "domestic violence initiative (DVI)" model in which multiple law enforcement agencies team up with community members and social service providers to deal with repeat domestic violence offenders with a "carrot and stick" model. (DA)**

Unlike the victim-centered Family Safety Center, the Domestic Violence Initiative (DVI) focuses on the offender, and has shown promising reductions in domestic violence in a few communities, including High Point, NC. With a carrot and stick approach, a partnership of law enforcement, prosecutors, community members, social service

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providers, and domestic violence victims' advocates put low level DV offenders on notice – through a letter, an in-person notification by an arresting officer, or a community “call-in” -- of community intolerance for domestic violence and that further and more serious offending will be met with a meaningful legal response. It also takes special steps to remove from the community the most dangerous domestic violence offenders, who tend also to commit other serious crimes at relatively high rates. The DA will coordinate law enforcement, community partners and social service providers to implement the DVI, beginning in select neighborhoods.

**Key Performance Goals:** Reduced repeat domestic violence offenses by program participants (x% for A, B, C, D offenders respectively) for 3 years following program participation.

### **GOAL C. Reduce the number of repeat offenders by at least xx%.**

**KPIs:** Recidivism within three years of release from prison.

#### **Strategy 8. Implement a jobs program for high-risk ex-offenders that adds a transitional work feature to the more traditional program elements of job placement, life skills and mental health support. (MSCOR, WIN)**

If the employment needs of persons with criminal convictions are addressed at their most vulnerable point—when they are first released from incarceration or soon after conviction—by providing life skills education, short-term paid transitional employment, full-time job placement and post-placement support services and mental health services, they will be less likely to become reincarcerated and more likely to build a foundation for a stable, productive life for themselves and their families. Because high-risk ex-offenders are those most likely to have difficulty finding employment, and because they are also likeliest to commit more crimes if they are not stewarded to a productive life, a special focus on their needs – especially transitional employment – is needed. MSCOR will partner with Workforce Investment Network to launch a new program using a proven model with a provider having a sound track record for success with high risk offenders.

**Key Performance Goals:** Reduced return rate and recidivism rate for participating ex-offenders vs overall Shelby County; 100% of participants are placed into permanent jobs and 75% have retained those jobs after 6 months and xx% after one year.

#### **Strategy 9. Effectively implement the state's new system of “swift, certain and fair” administrative sanctions in lieu of incarceration for violating certain**

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### conditions of probation or parole. (TDOC, MSCC)

Of the 12,588 people entering state prison last year, 5,061 – or 40 percent – were probationers or parolees sent to prison because they violated supervision conditions. Many decades of research on human behavior indicate that an immediate response to behavior is always more effective than a delayed response. Any response that requires secure confinement can have negative consequences on positive supports an offender has in the community. Even a short period of detention or incarceration can cause offenders to lose jobs, housing, or custody of their children. Additionally, confinement is significantly higher cost to taxpayers. The [“Swift, Certain, and Fair \(SCF\)”](#) approach to community supervision reduces reoffending, arrest, and incarceration by replacing unpredictable and high-level sanctions for probation violations with swift, certain, but small penalties.

The Public Safety Act of 2016 included a retooling of community supervision to reduce the number of people returning to prison for probation and parole violations when their noncompliance does not rise to the level of a new criminal offense. Specifically, Tennessee Department of Corrections (TDOC) has a robust sanctions matrix that provides a range of sanctions for violations that officers can quickly impose. These community-based sanctions are now the preferred response when offenders violate the terms of their supervision. The partners of the Memphis Shelby Crime Commission will work with TDOC, judges, probation and parole officers and others to promote and ensure the effective implementation of this new system of swift, certain and fair administrative sanctions.

**Key Performance Goals:** Reduced number and percentage of violator returns for Shelby County vs Tennessee overall. Of those on probation or parole in Shelby County vs Tennessee overall, the percent rearrested for a new felony or class A misdemeanor within a year and within 3 years of when their supervision began.

### **GOAL D. Strengthen community engagement with law enforcement in problem-solving efforts to reduce crime.**

**Major KPIs.** Crime rates in participating communities.

### **Strategy 10. Increase the number of apartment communities participating in Safeways, Inc.’s Certification Program.**

Safeways is a Memphis-based nonprofit 501(c)(3) organization focused on improving safety and quality of life in Shelby County apartment communities. Working with individual property owners, managers and residents, the Memphis Police Department, and other governmental, nonprofit, and community organizations, Safeways achieves its objectives by improving communication and engagement, as well as remediating physical conditions on and around client properties which foster and facilitate criminal

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activity. Clients may choose from a variety of available consulting and information services, such as one-time or short-term inspection, statistical reporting, or consultation. However, Safeways' most popular service – proven to reduce crime – is the Safeways Certification Program. Certified properties and applicants receive regular detailed reports and in-depth analysis of all criminal activity on site, along with tracking of trespassers, assistance with neighborhood watch, and regular site visits and inspections, in addition to other services. Each property is subjected to an extensive exterior physical inspection – focused on crime prevention – along with a detailed lighting survey and review of security measures already in place. Place management policies and procedures are also reviewed, and a list of certification requirements and professional recommendations is generated. Once all certification requirements are met, a Safeways sign is installed on site, and the property may advertise its status as a “Safeways-certified Community.” Certification standards must be maintained continuously, and re-inspection and re-certification occurs annually. While a property is certified or in process, the client receives the full range of Safeways services.

**Key Performance Goals.** Increased percentage of “qualified” apartment communities participating in Safeways Certification Program; Reduced major violent and overall crime in participating apartment communities.

**Strategy 11. Reduce crime through a “Neighborhood Safety Initiative” which facilitates more effective joint problem-solving between neighborhood groups, law enforcement and City/County government. (MSCC, DA, MPD, PJAs, Safeways, City of Memphis)**

The DA, MPD, City of Memphis, Shelby County Government and the Crime Commission will team up with neighborhood groups to expand citizen engagement in neighborhood crime prevention and to maximize government responsiveness to citizens' safety concerns. The initiative will incorporate elements of models including “police joint agencies”, “Neighborhood Watch” and “community prosecution” among others. The NSI will be piloted first in two police precincts, then expanded to all nine police precincts.

**Key Performance Goals:** Reduced major violent crime and overall crime in participating neighborhoods; Accelerated solve rate for citizen “problem people and properties” priorities in participating neighborhoods.

### **GOAL E. Reduce Juvenile Delinquency by 30%.**

**Major KPIs:** Juvenile Arrests.

**Strategy 12: Establish the Multi-Entity Resource Center for Youth (MERCY) which provides needs assessments and appropriate interventions for non-violent juvenile offenders rather than involving them in the criminal justice system. (Shelby County Commissioner Mark Billingsley, Shelby County Mayor, Seeding Success “opportunity youth” collaborative action network)**

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Additional components of this strategy, and/or possibly new strategies (e.g. evening reporting center), are pending discussion with judge Michael, et al..

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